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SAINT PAUL--A CENTER FOR LEARNING.

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The feasibility of centralizing elements of the educational process in Saint Paul, Minnesota provided the premise for proposed long range solutions to the educational needs of the community. The role of education in the community was explored by staff specialists in school organization, curriculum design, and urban planning. Research design relied on interviews with community leaders and school personnel and visits to institutions which contributed to the educational resources of the area. Questionnaires submitted to principals and teachers suggested system needs for curriculum development, teacher training, educational resources, and supportive services. Specific recommendations for remedying system deficiencies were organized about a proposed city center for learning which would serve students of all city schools by analyzing a student's individual characteristics, improving teacher competence, developing appropriate learning experiences, and providing materials to support those learning experiences. Other recommendations included consolidation of existing facilities, planning a new central elementary school, and racially integrating the school system. The teacher questionnaire and responses by percentages appear in an appendix. (FO)

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# SAINT PAUL: A CENTER FOR LEARNING

Harvard Graduate School of Education

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# SAINT PAUL A CENTER FOR LEARNING

Center for Field Studies

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# I. INTRODUCTION

In the spring of 1966, a member of the Saint Paul Board of Education, the Superintendent of Schools, and the Director of the Housing and Redevelopment Authority came to Cambridge, Massachusetts, to discuss the idea of centralizing elements of the educational process in Saint Paul with representatives of the Center for Field Studies of the Harvard Graduate School of Education. They sought to have the Center undertake a study to determine the feasibility of such a venture.

Following several meetings and preliminary visits to Saint Paul by representatives of Harvard, a contract was concluded between the Center for Field Studies and the Board of Education of Saint Paul in the fall of 1966. That portion of the contract dealing with the general scope of the work stated:

> The Center for Field Studies will assist personnel from the Saint Paul public schools and from other concerned community agencies to analyze and appraise the feasibility of establishing centralized educational facilities in Saint Paul, Minnesota, and, if such facilities are regarded as feasible, will prepare specific recommendations concerning them. It is anticipated that such facilities, if feasible, would lead to a more efficient and equitable use of the community's educational resources; would provide educational services and facilities for public and nonpublic school students of Saint Paul and adjacent communities; and would provide such services and facilities on a racially and socio-economically integrated basis.

"Feasibility," in this Report, means that the recommendations have been made within the limitations imposed by the potential ability of the city to increase its human and financial resources committed to education.

The Study itself was not limited to this report or to the statistical material gathered. More broadly, the major thrust of the Study was to stimulate the people of Saint Paul to question and to explore, with representatives of the Harvard Center for Field Studies, the role of education in the community.

This report will do the following things:

1. Summarize the efforts of the Harvard Study Staff to understand the city and its schools;

2. identify problem areas of the educational system in Saint Paul;

3. recommend long-range solutions to these problem areas through the mechanism of centralization; and

4. recommend short-term solutions through the use of existing facilities and personnel.

## II. THE HARVARD STUDY

To "assist personnel from the Saint Paul schools and from other concerned community agencies" to carry out the task as stated in the contract, the Harvard Center for Field Studies sent a Study Staff to Saint Paul for periodic visits during the year. Trained in school organization, curriculum design, and urban planning, this field team worked with personnel from the schools and other agencies in Saint Paul to gather basic data required to understand the educational needs of the community.

The Study Staff also had the advice and active support of faculty members from the schools and departments of Harvard University, including, among others, a social psychologist, an attorney, specialists in teacher training and educational innovation, and several school administrators. Some of them accompanied the field team to Saint Paul in order to learn more about the city and to exchange ideas with staff members of the Saint Paul public schools and other individuals and groups.

### A. Gathering Information

The underlying purpose of the Staff's activities was communication with people in metropolitan Saint Paul who are concerned about education. The wide range of interests surveyed by the Study Staff is suggested by this partial list of people interviewed:

- suburban, parochial, and independent school officials
- college and university personnel
- municipal, county, and state officials
- representatives of business, labor, and commerce
- health, welfare, and public safety agents
- parent, civil rights, and community action groups
- representatives of educational, cultural, and civic institutions

The Staff also received a number of unsolicited letters from interested citizens, whose valuable suggestions added to the data and influenced the final recommendations. In addition, the Study Staff visited museums, libraries, universities,

industrial plants, hospitals, parks, and many other institutions which contribute to the educational resources of the area.

The Harvard Study Staff made a concentrated effort to gather data in the Saint Paul public schools. They examined various test and personnel information accumulated by the schools. They also interviewed almost all of the central office administrators, submitted a questionnaire to and held a conference with most of the city's principals, and asked all of the city's teachers to complete a detailed evaluation of their roles in and perceptions of the system (see Appendix A). In addition, they talked with children, teachers, counselors, and others in the schools.

Through these methods, the Study Staff gained knowledge of the strengths and weaknesses of the Saint Paul schools as seen by all those who regularly participate in the formal schooling process.

## B. Findings

In surveying the resources of metropolitan Saint Paul, the Harvard Study Staff found several themes. One is community interest in the schools of the city. Another expresses a desire for greater community participation in the educational process. A third is the sense of untapped potential of the Saint Paul schools to provide better education. Finally, the community seems to expect its schools to exert stronger influence on shaping the future of the metropolitan area. Saint Paul has the opportunity to translate these themes into plans and programs to improve education in the city. Some factors which make this translation feasible are the following:

1. Turnover of teachers and administrators, through retirement and other causes of attrition, give Saint Paul the opportunity to recruit on a nationwide basis in order to bring in persons with a variety of experience and training.

2. Over 25 per cent of Saint Paul's schools are over 55 years old. The 1965 Minnesota School Plant Report recommended the abandonment of 23 buildings. Therefore, Saint Paul has the opportunity to replace these buildings with facilities more suitable for modern educational needs.

The Harvard Study Staff identified some new pilot programs which, if expanded, could benefit the entire system. For example, the Creative Teaching Project at the Webster School provides a model for training teachers to develop student creativity. The Diagnostic Clinic housed in the Mattocks School uses an interdisciplinary and individualized approach to the diagnosis and treatment of learning problems. The Occupational and Guidance Center, appropriately located in downtown Saint Paul, combines small group instruction in basic skills with work experiences in the community for pupils who have left school.

The Harvard Study Staff asked administrators, teachers, counselors, social workers, and students to identify the chief weaknesses of the city's schools. They most frequently pointed to the following:

- limited course offerings and programs available in the system
- de facto segregation of minority groups in certain schools
- an insufficient program for students who present a challenge to the schools because of their special abilities and achievement levels
- ineffective coordination of school services with other community agencies such as health and welfare
- a deficient program of pre-service teacher training, in-service training, and supervision
- inadequate coordination, development, implementation, and evaluation of curriculum
- insufficient use of community resources in the educational program
- inadequate materials, health and guidance services, and technological aids

Responses of approximately 1600 Saint Paul public school teachers to a questionnaire provided further insight into the needs of the system for curriculum development, teacher training, greater educational resources, and supportive services. About 45 per cent of the teachers expressed dissatisfaction with the academic performance of their pupils, 62 per cent criticized the provisions made for slow learners, and 49 per cent expressed a need for remedial reading help for their students. Fifty-three per cent called for greater support from guidance and psychological personnel, and about half were critical of the tracking system which groups pupils for instruction according to ability. Approximately 40 per cent want better supervision of new teachers and greater help with classroom problems, including methods of teaching pupils of various socio-economic levels.

A significant proportion of teachers were unhappy with the professional rewards offered by the system. About 40 per cent were not satisfied with the amount of encouragement given teachers to upgrade their classroom performance, and 50 per cent want more opportunity to attend professional meetings and access to a good professional library. More than one-third of the teachers questioned the value of their present in-service training and the system for evaluating teachers.

The responses also reflected a strong desire for increased emphasis on curriculum development. About half of the teachers want more time to meet with colleagues in their own and other subject areas and help from more curriculum consultants. Approximately the same proportion question the adequacy of the present curriculum for meeting the needs of all pupils. Forty-seven per cent of the teachers expressed dissatisfaction with the suitability of textbooks and teaching materials and about the same percentage was critical of the process for choosing such materials.

On their questionnaire, the principals noted a lack of materials and specialized personnel; they also wanted more alternatives in the curriculum to meet the diverse needs and interests of students.

In the opinion of the Harvard Study Staff, all of the weaknesses reported by school personnel in Saint Paul denote serious educational deficiencies. The following sections of this Report will attempt to offer some recommendations specifically designed to eliminate or remedy those weaknesses.

## III. RECOMMENDATIONS: A CITY CENTER FOR LEARNING

The deficiencies described above as well as the contractual obligation to "analyze and appraise the feasibility of establishing centralized educational facilities in Saint Paul" have led the Harvard Study Staff to consider the possibilities of a City Center for Learning. A City Center would enable Saint Paul to place education in its proper perspective as a function of the entire community rather than the specialized activity of the public educational system alone. Schools can provide children with communicative and computational skills, but training in other elements of adulthood such as vocational skills and social responsibility require the involvement of people and resources beyond the schools. The collaboration of business, labor, commerce, government, the arts, and other elements of the community in setting educational objectives, participating in the teaching process, and evaluating the results is necessary to achieve what the schools cannot do alone. Furthermore, the benefits of such an educational process should be available to all children in the city.

This collaborative educational effort will require a physical base of operations. In addition, remedying the deficiencies of the existing educational system which were described earlier requires a centralized facility in order to coordinate efficiently and effectively the resources available for education.

> Recommendation: Saint Paul should establish a City Center for Learning to serve students of all schools in the city.

The City Center for Learning should serve students in the following ways:

1. By analyzing a student's individual intellectual, physical, and emotional characteristics

2. By improving a teacher's competence

3. By developing appropriate learning experiences

4. By providing materials to support those learning experiences

The role and function of these services in the City Center for Learning will be explained in more detail in the following sections of this Report.

A. A Center for Student Development

Although pupil learning problems often originate with environmental, family, or physical factors, rather than in the classroom, educators must attempt to diagnose and treat those problems in order to facilitate learning. At present, however, teachers in the Saint Paul schools complain of a lack of psychologists, psychiatrists, social workers, and other specialists to work with individual pupils. They also assert that the schools are not serving the needs of gifted or slower learners.

Therefore, a special center is needed in order to make an individual profile of every student, through diagnostic and testing measures, so that teachers and administrators may plan for the individualized education of all pupils as well as make appropriate referrals to other agencies. This center would include such persons as psychologists, psychiatrists, social workers, speech therapists, and physicians who have the experience and expertise to make such human inventories.

> Recommendation: A Center for Student Development should be established as part of the City Center for Learning. It should be staffed and equipped to make a comprehensive diagnosis of every student's physical, emotional, and intellectual characteristics and to prescribe a program for his development.

Because most of the social, psychological, and medical expertise lies in agencies other than the schools, it is both unrealistic and uneconomical for the Board of Education to undertake establishment of this Center by itself. Moreover, the multiplicity of agencies which do serve those needs at present has resulted in lack of communication, considerable duplication of effort, and waste of financial and human resources as well as unfortunate delays in dealing with individual problems.

> Recommendation: The Center for Student Development should be established as a collaborative venture of the Board of Education with health, welfare, and other appropriate social agencies of the community.

A Center for Development capable of diagnosis and prescription is not enough; providing sources of treatment is equally essential. Therefore, the resources of hospitals, clinics, schools, counseling services, employment agencies, and other social service groups should be available to the Center. This collaborative venture suggests not that all these facilities should be physically attached to the new City Center for Learning but that their services should be accessible to the people served by the Center.

B. A Center for Teacher Development

Schools should exist to serve the needs of pupils, and the most important educational resource to fulfill this function is teachers. Therefore, teacher development should receive high priority for support from the educational system. Because the skills and knowledge required for teaching are constantly changing, teachers must have opportunities to grow through continuing study, research, and experience. Teachers in the public schools of Saint Paul do not have enough such opportunities at present. In the Saint Paul schools, two-thirds of the teachers hold only the bachelor's degree or its equivalent. Half of the respondents to the teacher questionnaire were dissatisfied with the degree of support available to teachers having classroom problems, the amount of encouragement given to experienced teachers to upgrade their classroom performance, opportunities for use of a professional library, and the advice given them about teaching children of various social, ethnic, and socio-economic backgrounds and origins. Therefore, the need exists to provide for teacher development in Saint Paul.

> Recommendation: A Center for Teacher Development should be established as part of the City Center for Learning as a joint project of the Saint Paul public schools, teacher training institutions in the metropolitan area, and community resources such as the Arts and Science Center.

Such a Center, linked to the Center School described later in this report, would provide college and university education specialists with a unique opportunity to conduct teacher development in a natural "classroom" environment accessible to a central professional library and other material resources. Teachers would thus have the opportunity to observe and practice new instructional techniques with student groups of varying size and composition under master teachers before returning to their own schools.

Just as the promise of equality of educational opportunity demands that the Center should serve all pupils in Saint Paul, it should also serve all of their teachers.

> Recommendation: The Center for Teacher Development should be designed to assist teachers of nonpublic as well as public schools.

Professional growth develops not only from formal course work but also from an expanded knowledge of and insight into the metropolitan area served by the schools. Hence, teachers should be encouraged to become more broadly knowledgeable as well as more expert in their special fields.

> Recommendation: Flexible teaching schedules and increased financial support should be provided to enable every teacher to participate in the in-service activities of the City Center for Learning and in other programs in the community.

C. A Center for Curriculum Development

For education to remain contemporary in an age of constantly changing knowledge, curricula must be continually evaluated, changed, and re-evaluated. While it is essential that teachers have freedom to develop their own individual styles, they should also have regular opportunities to work with each other and with outside consultants to develop new curriculum materials.

> Recommendation: A Center for Curriculum Development should be established as part of the City Center for Learning and should be jointly operated by the Saint Paul public schools, institutions of higher education, and other resources in the metropolitan area. Such a Center should serve nonpublic as well as public school teachers in the city.

The cost of hiring a sufficient number of subject-matter experts on a full-time basis for a single system the size of Saint Paul's is prohibitive. However, part of this cost could be absorbed by developing closer associations with higher educational institutions and centers such as the Upper Midwest Regional Educational Laboratory. In addition, a wealth of knowledge lies in labor, industry, business, and the arts and science resources located in metropolitan Saint Paul.

D. A Center for Educational Resources

Excellence in teaching methods and curriculum content requires the coordinated use of a variety of equipment such as overhead projectors and tape recorders, as well as more elaborate devices such as television systems, computers, and teletypewriter systems. Materials such as books and maps, as well as equipment used on a regular basis, such as laboratory apparatus, should be permanently located in every school. However, there are many other resources, such as science exhibits, movies, and slide tapes, which can be most effectively utilized if accessible on a city-wide basis. The Saint Paul public schools already have the nucleus of a materials center and a distribution system, but this operation requires expansion and development in such areas as computerized instruction systems and closed-circuit television networks if it is to meet future educational needs.

> Recommendation: A Resource Center should be established as part of the City Center for Learning in order to coordinate the development, acquisition, and storage of educational material and equipment of all types. Such a Center should also have sufficient staff to distribute those materials for maximum use throughout the city schools.

Utilizing modern systems of handling and shipping, it is possible to transport almost anything safely. For example, trucks used as mobile educational resource units can be used to increase pupils' knowledge about the community. During a state legislative session, sections of the history or civics program might go "on location" to the Capitol not only through actual visits to the building but also via exhibits in a mobile resource unit parked at individual schools.

Recommendation: As part of the Resource Center, transportation units should be provided for the distribution of educational materials and equipment to the schools. Some of these should take the form of mobile educational units to transport exhibits and displays for temporary location at school sites.

To assure the most effective educational use of the materials and equipment housed in the Resource Center, teachers and other educational advisers should act as consultants in the purchase of development, organization, and use of this material by the school system.

Recommendation: In conjunction with the recommended Center for Curriculum Development, the Resource Center should retain the services of curriculum, teaching, and media specialists to act as advisers and assistants.

## E. The City Center School

Certain facilities of the public schools of Saint Paul should be consolidated for the following reasons:

1. Many existing schools are too small to permit effective ability-grouping of students.

2. Small school attendance areas make it impossible to provide socio-economic or racial integration within the student body. Both are necessary to provide equal educational opportunity for all, according to the 1967 U.S. Civil Rights Commission Report.

3. The age and condition of many existing schools precludes the economic feasibility of renovating them to meet the needs of contemporary educational programs.

Recommendation: A school should be established as part of the City Center for Learning. The school should be designed to provide the best possible education from pre-kindergarten through twelfth grade. The student population should be composed of pupils from all the socio-economic and racial groups of the community.

While the creation of this new school is not physically essential to achieving racial integration in the schools of Saint Paul, the Study Staff recommends its use as one long-term means of insuring integrated education because it could draw pupils from a much wider geographical area than any "neighborhood" school which might be affected by population mobility. Its proximity to the other centers suggests that it would provide excellent education and specialized services.

The establishment of the Center School still assumes the continued operation of most of the existing public schools. If the Center School could better and more

easily demonstrate excellent educational practices, it could serve as a model for the other schools.

Continuous learning is necessary in a modern society and the new Area Technical Vocational School in Saint Paul will continue to serve as an important asset to the community.

> Recommendation: The Board of Education should investigate the expansion of its offerings at grades thirteen and fourteen in collaboration with the junior college program.

## F. Construction Time Schedule

While it would be desirable to establish an entire City Center for Learning immediately, the Study Staff's findings indicate that it is not feasible for Saint Paul to organize, design, and construct all the recommended facilities at one time.

> Recommendation: Priority should be given to the immediate construction of the following facilities for a City Center for Learning: Centers for Student Development, Teacher Development, Curriculum Development, and Educational Resources, and an elementary school.

The City Center for Learning should provide equal opportunities for all.

> Recommendation: The Center School should insure that no minority group exceeds 30 per cent of the total enrollment and that pupils are drawn from a wide range of socio-economic backgrounds.

As the pupils in the Center Elementary School grow up, the city should be prepared to provide new facilities for their continued education in the City Center.

> Recommendation: A second phase of construction should include school facilities to supplement those constructed in the first phase in order to provide comprehensive education through the twelfth grade.

## G. Site Recommendations

In selecting a site for construction of the Center for Learning, the following criteria must be considered: accessibility, appropriateness of land use, proximity to existing facilities to be utilized by the Center, availability of sufficient land area at reasonable cost, and minimum disruption of existing population and institutions. The Study Staff considered a number of alternate sites.

> Recommendation: The City Center for Learning should be located in the Summit-University renewal area, and planning for the Center should become

an integral part of the present planning phase of that renewal project.

The renewal area is located centrally in the city and is readily accessible by vehicle from east and west over the new Route 94. University and Selby Avenues connect parts of the city to the north and south of the renewal area. It is also close to downtown Saint Paul, the state Capitol, and many other resources such as the Arts and Science Center, Concordia College, and several hospitals. Under the urban renewal plan, sites containing sufficient space for the Center can be made available at reasonable costs. In addition, land uses can be established in adjacent properties which would be compatible with a desirable environment for the Center for Learning.

Through the renewal program it will be possible to integrate various components of urban life into a convenient and attractive pattern. Such land uses as housing, business, recreation, and education can become part of a comprehensive plan for an important part of the city. The City Center for Learning could benefit from its proximity to existing institutions of the community which provide non-school learning situations. Such a development must be creatively designed as an attractive place for people to live, work, and play, both individually and in groups.

Good transportation to and from the Center will be essential to its success. Route 94 and University and Selby Avenues are important for this purpose. In the Summit-University area of the city, Route 94 has divided an important part of central Saint Paul into two separate communities, and it would be desirable to reunite them.

Recommendation: Facilities for the City Center for Learning should be designed and constructed as part of a network of facilities, both public and private, which will create a unified urban center extending through a series of interconnected spaces from University Avenue to Selby Avenue. This network should include the use of air rights over Route 94 to create a focus for the Center and permit a logical reunification of the entire redevelopment area.

## IV. RACIAL INTEGRATION IN SAINT PAUL

In addition to making a feasibility study of centralization of facilities, the Study Staff was also under contractual obligation to investigate possibilities for providing education on a racially and socio-economically integrated basis. This inquiry has led to the conclusion that while the school or schools eventually constructed as part of the City Center for Learning can be integrated, such integration can and should take place now.

On May 2, 1967, the Saint Paul Board of Education endorsed a new "Statement of Policy in Regard to Racial Imbalance in the Saint Paul Schools" which states in part:

> The Board of Education in accepting their share of responsibility will initiate, support, and implement practical and feasible ways to eliminate de facto segregation in the schools of Saint Paul.

This responsibility can be discharged in several ways. As a first step:

> Recommendation: The McKinley School should be closed as an educational facility in June, 1967, and McKinley students should be transported at public expense to other schools. Their relocation should be accomplished by assignments which will assure that no more than 30 per cent of the student population in any Saint Paul school will come from any minority group. Efforts should also be made to draw pupils from areas representing a wide range of socio-economic levels.

Forty-two classrooms are vacant in Saint Paul's elementary schools. Some of these could be reopened to permit the closing of the McKinley School without necessitating new construction. Only approximately half of those vacant rooms will be required to permit the closing of the McKinley.

> Recommendation: Through the continuation of the open enrollment policy, students from other segregated schools should be encouraged to transfer to other schools for the next academic year.

This program will require additional staff but will also reduce class sizes in

sending schools, which is highly desirable in schools serving low socio-economic urban areas. Positive action on the two recommendations would increase the budget for 1967-1968 approximately $125,000, or one-half of one per cent of the schools' annual operating costs. The Study Staff believes this increased cost is feasible for Saint Paul to absorb and necessary to achieve racial integration and reduced pupil-teacher ratios in schools serving economically deprived areas.

By September, 1968, enough vacant classrooms will exist in other Saint Paul schools to accommodate all students from the Maxfield School. As previously cited in this Report, there are 42 vacant elementary school classrooms in the public system. In addition, 63 classrooms are not currently being used for regular classroom instruction. While some of those rooms are now validly providing facilities for libraries, audio-visual programs, and guidance services, many others are not serving educational functions.

> Recommendation: By the fall of 1968, the school administration should make an appraisal of elementary school facilities in an effort to maximize the use of existing classrooms for direct educational purposes, for integration, and for reductions in the use of temporary portable classrooms.

Reallocation of classrooms and the existing open enrollment policy would permit a more equitable distribution of students and thereby tend to encourage a better balance in teacher-student ratios and to facilitate further integration of minority groups.

Physically, the Maxfield School is still a useable structure.

> Recommendation: Beginning in September, 1968, the Maxfield School should be converted into temporary headquarters for the City Center for Learning.

While closing the Maxfield and McKinley Schools and redistributing their pupils would provide a feasible means of integrating Negro and white students in the Saint Paul public schools, equal attention should be directed to providing integrated educational experiences for the Mexican population of the city. Attention should therefore be directed to the Roosevelt Elementary School, whose student population is now 40 per cent Mexican.

## V. PREPARATIONS FOR THE CITY CENTER FOR LEARNING

As previously stated, the Study Staff recommends that next year's operating budget be increased a minimum of one-half of one per cent to effect racial integration and to reduce pupil-teacher ratios in schools serving economically depressed areas.

> Recommendation: The Board of Education should authorize expenditure of an additional one-half of one per cent to begin pilot programs in teacher training and curriculum development, to expand the existing diagnostic clinic, and to enlarge the Occupational and Guidance Center to serve students still enrolled in public and nonpublic schools.

The Study Staff therefore proposes a total increase of $250,000, or approximately one per cent, in the budget for 1967-1968. Such expenditure next year will provide a modest beginning toward improvement of education in Saint Paul, and this Study Staff believes it to be easily within the financial capability of the community.

In addition to planning for the City Center for Learning and implementing the shorter-range recommendations dealing with racial integration and the expansion of pilot programs, the Board of Education should consider the possibility of other actions to attack deficiencies in Saint Paul's educational system. These activities might include a system-wide evaluation of the existing educational program and a strengthening of instructional leadership by principals, supervisors, and coordinators. Such measures could be taken concurrently with planning for the City Center.

Saint Paul is fortunate to have received grants totaling over $100,000 for a planning program which will begin upon completion of this study. The purpose of the program will be to establish educational and building specifications for the Center for Learning. The new Center should encompass a broader range of activity than that traditionally within the jurisdiction of a Board of Education.

> Recommendation: The Board of Education should cooperate with other community agencies in planning the City Center for Learning. The participants should include, among others, representatives of nonpublic schools,

institutions of higher education, the urban redevelopment authority, health and welfare agencies, local foundations, the arts, community action groups, labor, and business. Participation should take at least two forms: active cooperative planning at the staff level and guidance from a multi-agency advisory board to which the planning director will report.

The success of the Center will depend on the care and attention devoted to the planning phase. Citizens and their elected and appointed representatives should become active participants in the planning.

Any venture which requires the collaboration of so many different people and institutions in the community demands a high degree of planning and leadership skills. The actual operation of the City Center will also require leadership of the highest caliber. The Study Staff therefore urges the Board of Education to undertake, in cooperation with other agencies in Saint Paul, a nation-wide search for talented leadership to plan and direct the development of the City Center for Learning. The qualities of such leadership include sensitivity to the broad educational needs of children, an understanding of the existing deficiencies of the Saint Paul schools, and a strong sense of creative cooperation.

## VI. CONCLUSION

The planning group for next year will face a difficult task. Few models or examples of a City Center for Learning exist to guide them. Moreover, the recommendations in this Report do not list specifications or blueprints for next year's planning group to follow. Therefore, the primary contributions which this Study Staff can make to the planning and development of a City Center for Learning are to point out existing weaknesses in the school system and to suggest feasible means of overcoming them. The success of the City Center for Learning should be measured by its ability both to eliminate these deficiencies from the educational system and to provide generally excellent educational experiences for all of the children of Saint Paul.

While it is hoped that Saint Paul will continue to seek advice and assistance from sources outside the city, the final decisions ultimately rest with the citizens of Saint Paul and their elected officials. Freedom of choice is a basic right in a democracy. The Study Staff has concluded its work with the conviction that Saint Paul must remain free to make its own choices and that these choices will result in a creative redevelopment of the physical, social, and educational environment of the city.

APPENDIX A

SAINT PAUL TEACHER QUESTIONNAIRE AND RESPONSES BY PERCENTAGES

A. Professional Aspirations

1-7. Directions: The following items ask you to indicate the extent to which you desire to play certain roles in the education profession. (Please choose one answer for each item and write the LETTER of your choice on the answer sheet next to the number of the corresponding question.)

A- I very much want to...
B- I have some desire to...
C- I do not especially want to...
D- I definitely do not want to...
E- No opinion

| A | B | C | D | Z | To what extent do you aspire to... |
|---|---|---|---|---|---|
| 8 | 24 | 31 | 34 | 3 | 1. Become a guidance counselor. |
| 6 | 16 | 21 | 54 | 2 | 2. Become an assistant principal or principal. |
| 5 | 21 | 26 | 43 | 4 | 3. Become a member of the Central Office staff of a school system. |
| 22 | 28 | 22 | 22 | 6 | 4. Remain a teacher in this school for the remainder of your educational career. |
| 17 | 29 | 25 | 20 | 9 | 5. Remain a teacher in this school system for the remainder of your educational career but move to a school with a more academically motivated student body. |
| 5 | 21 | 23 | 42 | 8 | 6. Obtain a teaching or administrative job in another school system. |
| 3 | 17 | 18 | 55 | 8 | 7. Move to a position outside the field of education. |

B. The School in Which You Teach

Directions: The following items ask you to indicate how satisfied you are with certain conditions in your own school. (Please choose one answer for each item and write the LETTER of your choice on the answer sheet next to the number of the corresponding question.)

A- very satisfied
B- moderately satisfied
C- moderately dissatisfied
D- very dissatisfied
E- no opinion

| A B C D Z | How satisfied are you with... |
|---|---|
| 31 37 17 10 4 | 8. The degree of encouragement given by administrators in the school to the teaching staff to try out some new curriculum developments and teaching methods coming from universities or regarded as successful in other communities. |
| 26 42 19 11 2 | 9. The present way in which teachers are assigned to classes and subjects. |
| 22 35 17 .7 20 | 10. The encouragement given to colleges and universities to conduct experimental research in the school. |
| 22 34 21 17 6 | 11. The amount of supervision of new teachers in the school. |
| 20 32 23 18 7 | 12. The quality of supervision of new teachers in the school. |
| 19 33 25 20 2 | 13. The help given to teachers having classroom problems. |
| 17 36 25 15 7 | 14. The extent to which experienced teachers are given encouragement to upgrade their performance in the classroom. |
| 41 44 10 3 2 | 15. The level of competence of most other teachers in this school. |
| 16 37 24 18 6 | 16. The method or methods used in this school to make decisions on curriculum matters. |
| 12 41 30 17 1 | 17. The academic performance of the students in this school. |
| 21 40 22 13 4 | 18. The amount of help I receive from my superiors toward improving my classroom teaching. |
| 13 35 25 23 4 | 19. The suitability of textbooks and reading materials for the reading levels of pupils I teach in this school. |

| A | B | C | D | Z | |
|---|---|---|---|---|---|
| 18 | 37 | 25 | 19 | 1 | 20. The opportunities to meet with other teachers in my field to exchange ideas. |
| 8 | 35 | 32 | 19 | 6 | 21. The opportunities to meet with teachers in other fields to exchange ideas. |
| 5 | 22 | 36 | 28 | 8 | 22. The opportunities to meet with teachers in other school systems to exchange ideas. |
| 32 | 34 | 18 | 16 | .5 | 23. The adequacy and availability of expendable supplies (paper, pencils, etc.) for use in my classes. |
| 27 | 39 | 20 | 13 | .5 | 24. The adequacy and availability of equipment (projectors, etc.) for use in my classes. |
| 16 | 35 | 30 | 17 | 3 | 25. The availability of assistance from curriculum consultants or resource teachers. |
| 44 | 42 | 10 | 3 | 2 | 26. The possibilities for developing and implementing my own innovations in teaching and curriculum. |
| 37 | 35 | 17 | 10 | 1 | 27. The availability of my principal to confer on matters of teaching and curriculum of concern to me. |
| 17 | 35 | 20 | 14 | 14 | 28. The system of evaluating teachers in this school. |
| 7 | 18 | 34 | 24 | 17 | 29. The process for choosing textbooks and other materials used in my classes. |
| 8 | 26 | 30 | 33 | 3 | 30. The provisions made for slow learners in this school. |
| 8 | 34 | 31 | 18 | 9 | 31. The philosophy guiding assignment of pupils to particular classes for instructional purposes. |
| 8 | 39 | 33 | 19 | 1 | 32. The adequacy of the curriculum offered in this school for meeting the needs of all of its pupils. |
| 11 | 43 | 28 | 14 | 5 | 33. The extent to which pupils assigned to my classes have been prepared in former years to do the level of work which I expect of them. |
| 7 | 33 | 33 | 18 | 9 | 34. The placement of pupils in tracks or programs which meet their needs, abilities, and interests. |
| 30 | 35 | 18 | 12 | 5 | 35. The authority which teachers have to give the exact grades which they think their pupils merit. |
| 7 | 36 | 32 | 19 | 6 | 36. The reading achievements of students I teach. |

| A | B | C | D | Z | |
|---|---|---|---|---|---|
| 18 | 46 | 18 | 6 | 11 | 37. The degree of motivation given by this school to its capable pupils to go on to higher education. |
| 10 | 34 | 28 | 26 | .6 | 38. The adequacy of guidance services and psychological help for the students in this school. |
| 10 | 29 | 28 | 23 | 10 | 39. The opportunities afforded me to travel to teacher association meetings and to other communities to view innovational programs, etc. |
| 13 | 30 | 27 | 26 | .3 | 40. The availability of a professional library for my use. |
| 11 | 41 | 30 | 10 | 8 | 41. The advice I can obtain on the teaching of children of various social, ethnic, and socio-economic backgrounds and origins. |
| 14 | 47 | 25 | 7 | 6 | 42. The opportunities available for utilizing community cultural and educational resources in my teaching. |
| 16 | 40 | 20 | 15 | 8 | 43. The value of teacher workshops we have had in the past year. |
| 14 | 30 | 23 | 33 | .5 | 44. The adequacy of space available in this school for teaching purposes. |
| 11 | 29 | 27 | 32 | 2 | 45. The flexibility of the available teaching space. |
| 21 | 52 | 16 | 7 | 3 | 46. The formal role of a teacher in a school. |
| 23 | 44 | 17 | 12 | 4 | 47. The formal role of the principal in a school. |

C. Decision-Making

Directions: The following questions attempt to inquire into the decision-making process which you would pursue in various situations. (Please choose one answer for each item and write the LETTER of your choice on the answer sheet next to the number of the corresponding question.) Whom would you contact first if you wanted to do any of the following?

A- a member of the Curriculum Steering Committee (city-wide)
B- a member of a Standing Curriculum Committee (of teachers)
C- Department Head
D- Guidance counselor
E- Assistant principal or principal
F- Central Office staff
G- No one; I would do it myself.
H- No one, because chances of succeeding are slim.
X- Does not apply to my school situation.
Z- I don't know.

| A | B | C | D | E | F | G | H | X | Z | Whom would you contact first if you wanted to... |
|---|---|---|---|---|---|---|---|---|---|---|
| 18 | 15 | 19 | .3 | 23 | 4 | 1 | 7 | 6 | 5 | 48. Adopt a new textbook. |
| .3 | .8 | 23 | .8 | 52 | 5 | 8 | 3 | 4 | 2 | 49. Order some special reading materials for one particular class. |
| .1 | .3 | .2 | 2 | 81 | 2 | 11 | .9 | 1 | 1 | 50. Arrange for a class field trip. |
| 15 | 8 | 10 | 1 | 40 | 3 | 8 | 3 | 6 | 5 | 51. Add new subject matter or a new course to the curriculum. |
| 5 | 8 | 23 | .3 | 27 | 7 | 12 | 4 | 4 | 11 | 52. Disseminate a new teaching technique or curriculum innovation which I have developed to other teachers in my grade level or subject field. |
| 4 | 6 | 26 | 2 | 12 | 11 | 26 | 2 | .2 | 11 | 53. Learn about new ways of teaching particular subject matter. |
| .3 | .8 | 5 | 9 | 20 | 1 | 58 | 2 | 2 | 2 | 54. Try new ways of grouping pupils in a particular class. |
| .1 | .1 | 8 | 1 | 69 | 4 | 6 | 2 | 1 | 9 | 55. Obtain an evaluation of my teaching. |
| .1 | .2 | 1 | 52 | 40 | 1 | 2 | 2 | 1 | 1 | 56. Recommend specialized help for a pupil with particular learning problems. |
| 13 | 9 | 12 | 2 | 35 | 4 | 3 | 7 | 7 | 8 | 57. Make a major change in existing courses. |
| .4 | 2 | 16 | .4 | 46 | 1 | 22 | 3 | 3 | 6 | 58. Initiate a cooperative teaching relationship with one or more colleagues. |

D. Curriculum Development and Teacher Evaluation

The following items request information about teacher interactions with one another and with others for the purposes of curriculum planning and evaluation of teachers.

59-63. Directions: How often do you currently receive an evaluative visit to your classes from each of the following? (Please choose one answer for each item and write the LETTER of your choice on the answer sheet next to the number of the corresponding question.)

A- once a year
B- twice a year
C- three times a year
D- four to six times a year
E- seven to ten times a year
F- more than ten times a year
G- never
Z- not applicable

| A | B | C | D | E | F | G | Z | |
|---|---|---|---|---|---|---|---|---|
| 13 | 8 | 5 | 3 | .8 | 2 | 44 | 24 | 59. The department head. |
| 14 | 12 | 9 | 12 | 4 | 13 | 31 | 4 | 60. The school principal. |
| 3 | 3 | 2 | 3 | 2 | 6 | 73 | 8 | 61. Teachers in your own school. |
| 6 | 5 | 3 | 3 | 1 | 1 | 75 | 7 | 62. Teachers from other schools. |
| 17 | 11 | 6 | 6 | 2 | 1 | 52 | 5 | 63. Representatives of the Central Office staff. |

How often do you currently receive an evaluative visit to your classes from... (Please give your best estimate.)

64-73. Directions: How often do you discuss curriculum matters or issues related to teaching? (Please choose one answer for each item and write the LETTER of your choice on the answer sheet next to the number of the corresponding question.)

A- once a year
B- twice a year
C- three times a year
D- four to six times a year
E- seven to ten times a year
F- more than ten times a year
G- never
Z- not applicable

| A | B | C | D | E | F | G | Z | |
|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 4 | 7 | 7 | 75 | 3 | 1 | 64. Colleagues in your own school. |
| 11 | 12 | 13 | 17 | 8 | 20 | 18 | 2 | 65. Colleagues from other schools. |
| 8 | 9 | 7 | 10 | 4 | 12 | 37 | 13 | 66. Remedial reading specialist. |
| 8 | 10 | 9 | 13 | 8 | 24 | 24 | 4 | 67. School nurse. |
| 13 | 13 | 9 | 9 | 4 | 5 | 41 | 7 | 68. Curriculum specialists within the school system. |
| 9 | 6 | 4 | 3 | 2 | 3 | 66 | 7 | 69. Curriculum specialists from outside the system. |
| 8 | 8 | 8 | 9 | 7 | 20 | 23 | 17 | 70. Department head. |
| 8 | 11 | 10 | 16 | 9 | 34 | 10 | 2 | 71. School principal. |

How often do you discuss curriculum matters or issues related to teaching with each of the following: (Please give your best estimate.)

| A | B | C | D | E | F | G | Z |
|---|---|---|---|---|---|---|---|
| 7 | 9 | 10 | 12 | 8 | 17 | 24 | 13 |
| 6 | 8 | 8 | 10 | 4 | 19 | 34 | 11 |

72. Guidance personnel.

73. Other persons in the city.

74. How often do you meet formally with others in your own grade level or major subject matter field for curriculum planning? (Please give your best estimate.)

22 per cent - never
16 per cent - once a year
13 per cent - twice a year
10 per cent - three times a year
9 per cent - four times a year
13 per cent - five to eight times a year
16 per cent - more than eight times a year

75. How would you rank the quality of education offered in the Saint Paul schools, as compared to other city school systems of similar size?

16 per cent - among the 10 best
47 per cent - among the top 25%
28 per cent - among the second 25%
7 per cent - among the third 25%
2 per cent - in the bottom 25%

76. How would you rank the quality of education offered in the Saint Paul schools, as compared to other school systems in the metropolitan area or the Twin Cities?

26 per cent - among the 10 best
32 per cent - among the top 25%
24 per cent - among the second 25%
13 per cent - among the third 25%
5 per cent - in the bottom 25%

77. How often do you utilize community resources in your teaching during a school year? (For example, field trips, bringing in outside speakers, independent pupil research in the community.)

10 per cent - never
14 per cent - once a year
25 per cent - twice a year
20 per cent - three times a year
19 per cent - four to six times a year
13 per cent - more than six times a year

E. Innovational Techniques

This final section asks you to indicate the extent of your participation in experimental programs and to evaluate particular educational innovations.

78. How often during the past year have you participated in an innovational educational experiment in your classroom, sponsored by the Central Office, colleges and universities, commercial curriculum developers, or others?

57 per cent - never
23 per cent - once
10 per cent - twice
3 per cent - three times
6 per cent - more than three times

A- very useful
B- somewhat useful
C- not useful
Z- no opinion

| A | B | C | Z | What in your opinion is the potential value of... |
|---|---|---|---|---|
| 44 | 42 | 6 | 8 | 79. Cooperative or team teaching. |
| 37 | 40 | 11 | 12 | 80. Nongraded school (continuous pupil progress, with or without grade labels or A-B-C-D reporting system). |
| 21 | 40 | 18 | 21 | 81. Departmentalization in the elementary school. |
| 56 | 30 | 6 | 8 | 82. Flexible scheduling (continuous adjustment of the length and number of periods according to the changing needs of each subject area). |
| 11 | 28 | 54 | 7 | 83. Open enrollment in individual schools (parents choose the school they wish for their children; the city provides the transportation). |
| 44 | 45 | 8 | 6 | 84. Independent study (students may pursue independent research on a variety of topics). |
| 23 | 49 | 24 | 4 | 85. Assignment of students to all classes on the basis of intellectual ability. |
| 12 | 61 | 14 | 13 | 86. Programed instruction using "teaching machines." |
| 22 | 61 | 12 | .4 | 87. Use of educational television facilities to teach students in large groups. |
| 77 | 18 | 3 | 1 | 88. Having special schools for children with physical, emotional, and other learning problems and deficiencies. |

| A | B | C | Z | |
|---|---|---|---|---|
| 35 | 28 | 27 | 10 | 89. Differential pay and status for teachers according to their assignments and responsibilities. |
| 19 | 31 | 26 | 23 | 90. Drastic reorganization of the school with new types of roles for teachers and principals. |

F. Professional Background

The following questions ask you as a member of the teaching profession for information regarding your experience, present status, education, and aspirations. (Please choose one answer for each item and write the LETTER of your choice on the answer sheet next to the number of the corresponding question.)

91. Are you A-male (39 per cent) B-female (61 per cent)?

92. At what level do you now teach?

29 per cent - kindergarten through grade 3
19 per cent - grades 4-6
23 per cent - junior high school
22 per cent - senior high school
6 per cent - two or more of these levels

93. How long have you been a full-time, salaried teacher?

11 per cent - 1 year
8 per cent - 2 years
8 per cent - 3 years
16 per cent - 4-6 years
14 per cent - 7-10 years
14 per cent - 10-15 years
29 per cent - over 15 years

94. How long have you taught in the Saint Paul public schools?

18 per cent - 1 year
11 per cent - 2 years
8 per cent - 3 years
16 per cent - 4-6 years
13 per cent - 7-10 years
14 per cent - 10-15 years
19 per cent - over 15 years

95. How long have you taught in this <u>particular school</u>?

25 per cent - 1 year
16 per cent - 2 years
15 per cent - 3 years
17 per cent - 4-6 years
10 per cent - 7-10 years
9 per cent - 10-15 years
8 per cent - over 15 years

96. What is the <u>highest</u> academic level you have completed?

3 per cent - teaching certificate (but not bachelor's degree)
72 per cent - bachelor's degree
15 per cent - master's degree
10 per cent - master's degree plus 30 hours
.1 per cent - doctorate

97. On the average, how many hours per month do you spend serving on school-wide or system-wide teacher committees or working groups?

30 per cent - none
43 per cent - less than 5 hours
19 per cent - 5-10 hours
4 per cent - 11-15 hours
2 per cent - 16-20 hours
1 per cent - more than 20 hours

98. (For the junior high and high school only) What subject do you teach? (If you teach more than one subject, please select the field in which the majority of your courses lie.)

A- English
B- Mathematics
C- Science
D- Social Studies
E- Foreign Language
F- Industrial Arts
G- Music
H- Art
I- Physical Education
J- Business Education
K- Home Economics
L- Special Education
M- Speech
N- Other

COMPUTER OUTPUT NOT AVAILABLE

99. In how many workshops have you participated since February, 1966?

28 per cent - none
32 per cent - one
23 per cent - two
10 per cent - three
7 per cent - four or more

100. In how many graduate courses have you participated since February, 1966?

68 per cent - none
13 per cent - one
7 per cent - two
5 per cent - three
7 per cent - four or more